



DEPARTMENT OF STATE
ACTION MEMORANDUM

S/S JAB

75-1793

November 4, 1975

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TO : The Secretary
FROM: M - Lawrence S. Eagleburger

Organizing for Multilateral Diplomacy

Reaction to Moynihan's Proposals

At my recent meeting with regional assistant secretaries on Pat Moynihan's proposals regarding multilateral diplomacy, I found strong agreement on the fundamental point of giving greater weight to foreign government actions on multilateral issues of importance to the United States. But there was deep skepticism regarding some of the suggested tactics, such as a list of "multilateral countries." It is believed that we should concentrate our efforts not on weak, "multilateral countries" but should engage in a year-round effort throughout the world.

The assistant secretaries also believe that the scope for threats or blandishments is limited and either will depend on your own support for any real impact. In their view we must organize ourselves better in this area; we must bring our influence to bear early; and we will need the consistent support of you and the President if other countries are to be convinced that we are serious about multilateral issues.

In short, the bureaus are prepared to cooperate but will need a lead from the Seventh Floor to introduce institutional changes. (Individual bureau views are contained in memoranda attached at Tab 1.)

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GJS

What Has Been Done

As an initial step we have established in IO an Office of Multilateral Affairs, headed by a deputy assistant secretary with a staff of four. (I have talked to Bev Carter about the job. He is interested, but wants to think about it and will be back to me early in the week.) This office will

-- provide bureaus and embassies with full and timely background information and instructions on all matters of importance arising in international forums,

-- work closely and continuously with bureaus to insure that multilateral considerations are taken into account in all bilateral diplomatic activities,

-- use computer data for the preparation of guidance and instructions to posts.

We have already begun to employ the Department's computer capability to establish basic data regarding voting in the UN. IO plans to use this data in analyzing voting trends and in other ways that may promote our multilateral diplomacy.

Personnel is now developing a new code system which will make possible the identification of various skills related to multilateral diplomacy. This system will assist the Department in making assignments to key multilateral affairs positions and in developing a skilled corps of multilateral officers.

What We Plan To Do

The essence of the job will be persistent and skillful lobbying carried out throughout the year by the Department, USUN and embassies. A much fuller flow of background information and guidance to the posts will be vital. While the burden of operational responsibility will fall on IO, certain further steps should be taken to create better means of insuring that multilateral affairs receive significantly greater attention than in the past. Among the immediate steps that I recommend are:

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3.

-- a letter from you to each ambassador
informing him of what we are doing and instructing
him to give personal attention to multilateral affairs.
(Draft letter attached at Tab 2.)

Approve _____

Disapprove _____

Letter should be from: _____

-- encouraging each bureau in cooperation with
IO to designate a position in certain embassies for
multilateral affairs.

Approve _____

Disapprove _____

-- direct each assistant secretary to designate
one of his deputies to be responsible for multilateral
affairs and to serve as a contact point for IO's Deputy
Assistant Secretary for Multilateral Affairs. Suggest
that bureaus consider appointing an officer to maintain
working level liaison between desks and IO regarding
these matters.

Approve _____

- Disapprove _____

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4.

-- authorize bureaus in cooperation with IO to send a high-level expert once a year from Washington to key overseas posts to discuss multilateral affairs.

Approve _____

Disapprove _____

Long-Term Goals

There are a number of other steps now under consideration which could strengthen our ability to conduct more effective multilateral diplomacy. These are long-term aims intended to develop a group of officers with expertise in the field and to assign them in accordance with a systematic policy. (A memorandum on this subject prepared by IO is attached at Tab 3.) These proposals include:

-- special incentives to attract outstanding officers to the multilateral specialty.

-- special and separate handling of assignment for multilateral officers similar to that for other major bureaus.

-- firm personnel policy regarding senior assignment for multilateral officers.

-- training programs for multilateral affairs specialists.

The steps we have already taken along with those proposed here for your approval will give us the institutionalization necessary to move ahead in this area. Effective results will depend on the Department's constancy of determination in the months ahead. Plain hard work twelve months a year around the world will be necessary if we are to have the necessary impact.

Clearance: IO - Mr. Buffum *WDB*

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